The Honorable James M. Inhofe Chairman Committee on Armed Services United States Senate Washington, DC 20510

Dear Mr. Chairman:

Pursuant to sections 171a(e) and (j)(2) of title 10 U.S. Code, enclosed is the Annual Report on the Activities of the Council on Oversight of the National Leadership Command, Control, and Communications System (NLC3S), including the Integrated Tactical Warning and Attack Assessment determination.

This report summarizes the Council's actions in 2018, along with proposed activities for Future Years Defense Program 2020-2024. Based on Council actions over the last year, we continue to invest significant resources to address NLC3S gaps and deficiencies. The NLC3S enterprise remains capable of accomplishing its current operational requirements. However, threats to NLC3S capabilities are increasing. Many of the critical systems, platforms, and facilities comprising the NLC3S architecture are approaching or past planned life spans. Continued budgetary support is required to modernize aging systems and architectures to ensure the enterprise remains safe, secure, and reliable.

We appreciate your continued concern for and support of our men and women in uniform. A similar letter is being sent to the other congressional defense committees.

RONALD A. BOXALL

Vice Admiral, USN

Performing the Duties of the

Vice Chairman of the Joint Chiefs of Staff as co-chair of the Council on Oversight of the National Leadership Command, Control, and Communications System

Enclosure:

As stated

cc:

The Honorable Jack Reed Ranking Member Sincerely,

ELLEN M. LORD

The Honorable Adam Smith Chairman Committee on Armed Services U.S. House of Representatives Washington, DC 20515

Dear Mr. Chairman:

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Vice Chairman of the Joint Chiefs of Staff as co-chair of the Council on Oversight of the National Leadership Command, Control, and Communications System

Enclosure:

As stated

cc:

The Honorable William M. "Mac" Thornberry Ranking Member Sincerely,

ELLEN M. LORD

The Honorable Richard C. Shelby Chairman Committee on Appropriations United States Senate Washington, DC 20510

Dear Mr. Chairman:

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Performing the Duties of the

Vice Chairman of the Joint Chiefs of Staff as co-chair of the Council on Oversight of the National Leadership Command, Control, and Communications System

Enclosure:

As stated

cc:

The Honorable Patrick J. Leahy Vice Chairman Sincerely,

ELLEN M. LORD

The Honorable Nita M. Lowey Chairwoman Committee on Appropriations U.S. House of Representatives Washington, DC 20515

Dear Madam Chairwoman:

Pursuant to sections 171a(e) and (j)(2) of title 10 U.S. Code, enclosed is the Annual Report on the Activities of the Council on Oversight of the National Leadership Command, Control, and Communications System (NLC3S), including the Integrated Tactical Warning and Attack Assessment determination.

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Vice Admiral, USN

Performing the Duties of the

Vice Chairman of the Joint Chiefs of Staff as co-chair of the Council on Oversight of the National Leadership Command, Control, and Communications System

Enclosure:

As stated

cc:

The Honorable Kay Granger Ranking Member Sincerely,

ELLEN M. LORD

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Department of Defense



The estimated cost of this report or study for the Department of Defense (DoD) is approximately \$23,000 in fiscal years 2018–2019. This includes \$18,000 in expenses and \$5,080 in DoD labor.

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2018 Report

(U) Title 10 U.S.C. §171a(e) and (j)(2) National Leadership Command, Control, and Communications System Annual Report and Integrated Tactical Warning and Attack Assessment Determination

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(U) INTRODUCTION

- (U) Section 1052 of the National Defense Authorization Act (NDAA) for Fiscal Year (FY) 2014 (Public Law 113-66) amends Chapter 7 of Title 10, United States Code, to add Section 171a. This new section establishes within the Department of Defense (DoD) a "Council on Oversight of the National Leadership Command, Control, and Communications System" (CONLC3S). Section 1052 also requires (as amended by the NDAA for FY 2017 (Public Law 114-328)) that "During the period preceding January 31, 2021, at the same time each year that the budget of the President is submitted to Congress pursuant to section 1105(a) of title 31, and from time to time after such period at the discretion of the Council, the Council shall submit to the congressional defense committees a report on the activities of the Council. Each report shall include the following:
 - (1) (U) A description and assessment of the activities of the Council during the previous fiscal year. [Contained in Section I of this report]
 - (2) (U) A description of the activities proposed to be undertaken by the Council during the period covered by the current future-years defense program under section 221 of this title. [Section II]
 - (3) (U) Any changes to the requirements of the command, control, and communications system for the national leadership of the United States made during the previous year, along with an explanation for why the changes were made and a description of the effects of the changes to the capability of the system. [Section III]
 - (4) (U) A breakdown of each program element in such budget that relates to the system, including how such program element relates to the operation and sustainment, research and development, procurement, or other activity of the system. [Section IV (Enclosure 1)]
 - (5) (U) An assessment of the threats and vulnerabilities described in the reports and assessments collected under subsection (f) during the previous year, including any plans to address such threats and vulnerabilities. [Section V]
 - (6) (U) An assessment of the readiness of the command, control, and communications system for the national leadership of the United States and of each layer of the system, as that relates to nuclear command, control, and communications. [Section VI]
- (7) (U) Council determination as to whether the Integrated Tactical Warning and Attack Assessment (ITW/AA) system and its C2 system have met all warfighter requirements for operational availability, survivability, and endurability. [Section VII]
- (U) The DoD submits the following report on the activities of the Council.

L (U) ACTIVITIES OF THE COUNCIL DURING 2018

- A. (U) GENERAL. In 2018, the Council convened eight in-person/video teleconference meetings and one paper-only meeting to discuss the performance of specified NLC3S¹ responsibilities. In addition, there were two in-person meetings of the four-star level National Leadership Command Capability (NLCC) Executive Management Board (EMB) and 10 in-person meetings of the two-star level NLCC Senior Steering Group (SSG) that covered some subjects not presented to the Council.
- (U) Following the first three Council meetings, which focused on architecture, Nuclear Command, Control, and Communications (NC3) program prioritization, and the FY 2018 NDAA requirements,

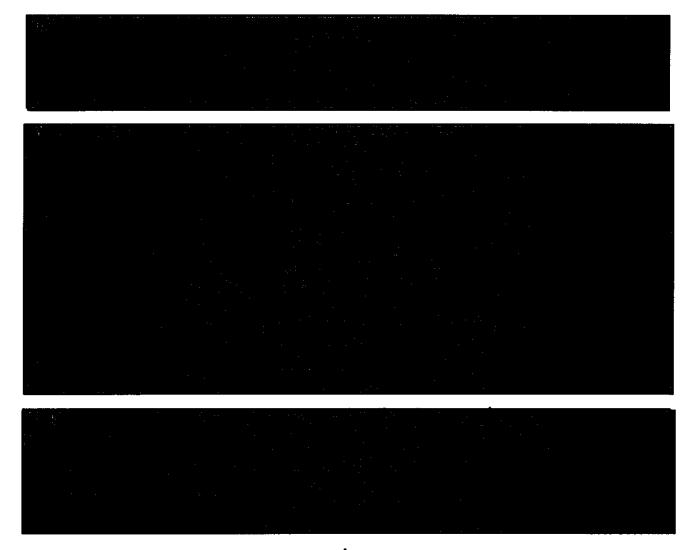
¹ NLC3S is the congressional term for what the Department of Defense refers to as the National Leadership Command Capability (NLCC).

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the Council co-chairs directed a shift to a new work plan cycle to maximize the number of NC3 program reviews prior to the Services' Program Objective Memorandum (POM) 2020 formal submissions in August. This cycle consisted of Council meetings preceded by an SSG, eliminating EMBs, due to the more rapid pace of approximately one Council meeting per month. In September, the Council returned to non-program review agendas, but at the same pace and without EMBs.

(U) Numerous working groups (WG) and sub-working groups feed the Council governance process. These include the NC3 Issues WG; the Military Strategic and Tactical Relay (MILSTAR) to Advanced Extremely High Frequency (AEHF) Transition WG; the Low Frequency (LF)/Very Low Frequency (VLF) WG; the NC3 Assessments WG; the Hybrid Solution WG; and the NC3 System High Altitude Electromagnetic Pulse (HEMP) WG (NC3SHWG), which generally meet every one to two months.

B. (U) PERFORMANCE ASSESSMENTS (INCLUDING INTEROPERABILITY) (Office of Primary Responsibility (OPR): Chairman of the Joint Chiefs of Staff (CJCS). Offices of Collateral Responsibility (OCRs): White House Military Office (WHMO); DoD Chief Information Officer (CIO)).

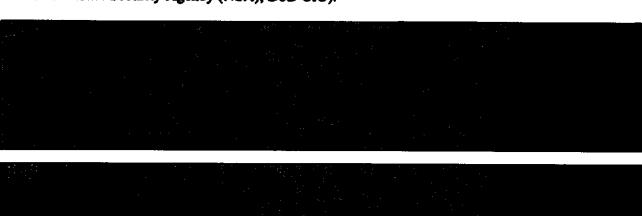


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(U) Additional performance assessment activities include:



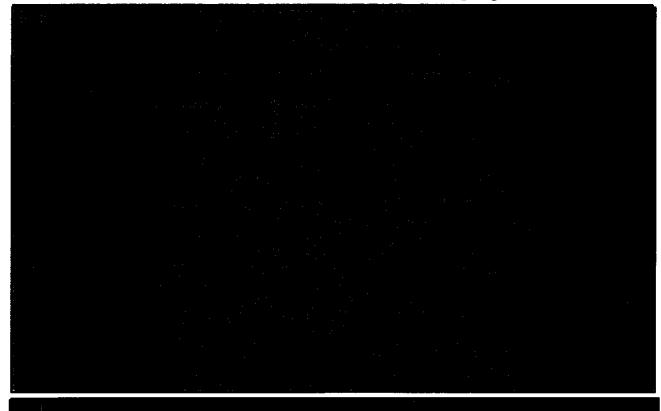
C. (U) VULNERABILITY IDENTIFICATION AND MITIGATION (OPRs: Under Secretary of Defense for Intelligence; Joint Staff; Commander, U.S. Strategic Command (CDRUSSTRATCOM). OCRs: National Security Agency (NSA); DoD CIO).



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D. (U) ARCHITECTURE DEVELOPMENT (OPR: Defense Information Systems Agency (DISA). OCRs: NSA; CDRUSSTRATCOM; Commander, U.S. Northern Command (USNORTHCOM); Services.

(U) In 2017, DISA/Joint Systems Engineering and Integration Office (JSEIO) established the NLCC Systems Engineering and Architecture Review Board (SEARB) to fulfill its DepSecDef task to "provide systems engineering and integration (SE&I) functions (including, but not limited to requirements, configuration management, technical assessments, and architecture)." The SEARB meets on a monthly basis, as does the JSEIO NLCC Architecture Council. Figure 1 below depicts the SEARB's organizational structure. The SEARB has taken on additional importance as the NC3 Governance Improvement (NGI) Implementation Plan (I-Plan) was approved by the Secretary of Defense (SecDef) in October of 2018. The NGI construct will achieve Initial Operating Capability (IOC) in early April 2019. Under this new construct (discussed in section III, changes to NLCC requirements), CDRUSSTRATCOM now has responsibility for NC3 operations, requirements, and SE&I. The SEARB will play a role in accomplishing the latter task and will provide recommendations to the Council for changes to enterprise strategy (new capability development. continued legacy sustainment, etc.) based on identified threats. The NLCC SEARB will be the SE&I interface to the NLCC/NC3 governance process. Led by the NC3 Enterprise Center (NEC) Deputy and comprised of the senior systems engineering representatives from the NLCC community, the SEARB serves as the NLCC technical advisor to the NEC Commander and coordinates with the NLCC SSG, NLCC EMB and NLC3S Council as shown in the following diagram.

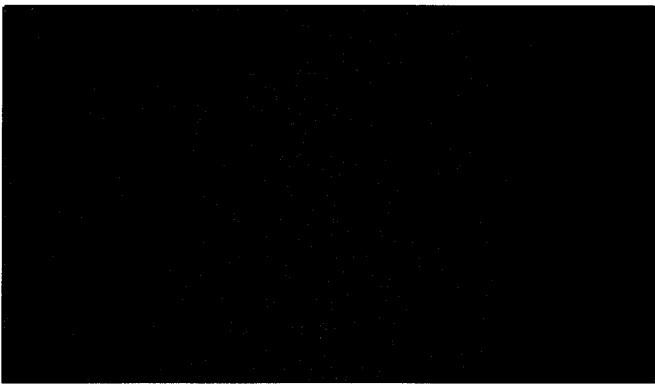


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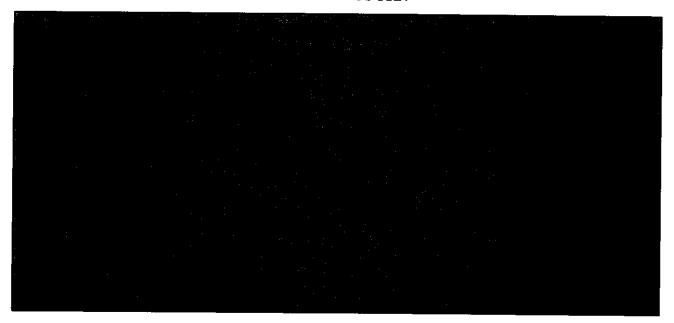


E. (U) RESOURCE PRIORITIZATION (OPR: All)



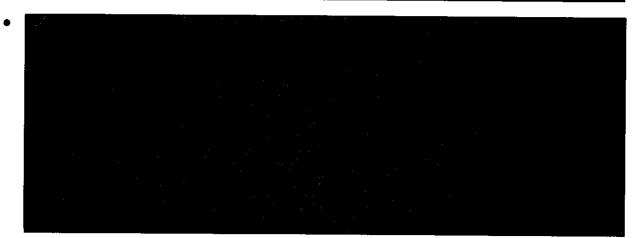


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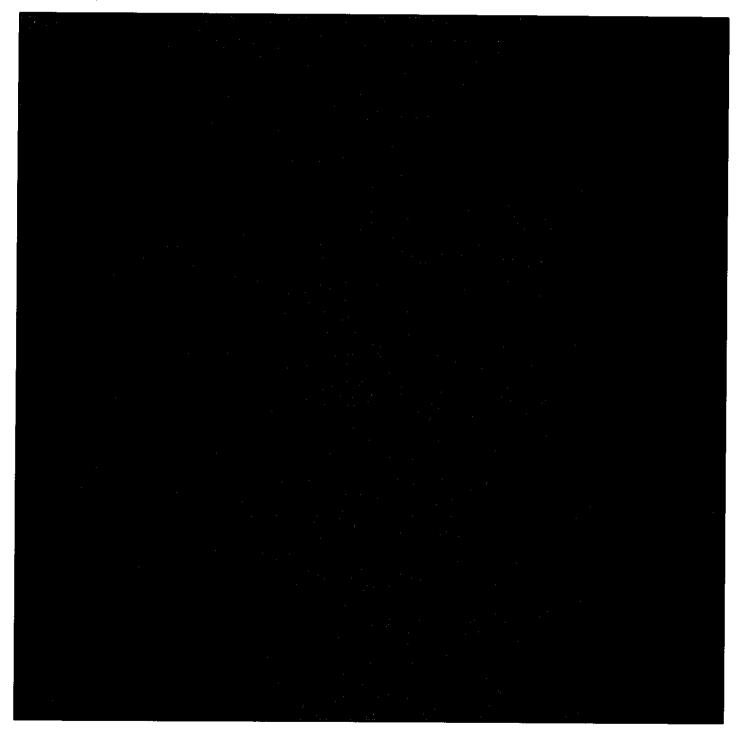






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F. (U) OTHER



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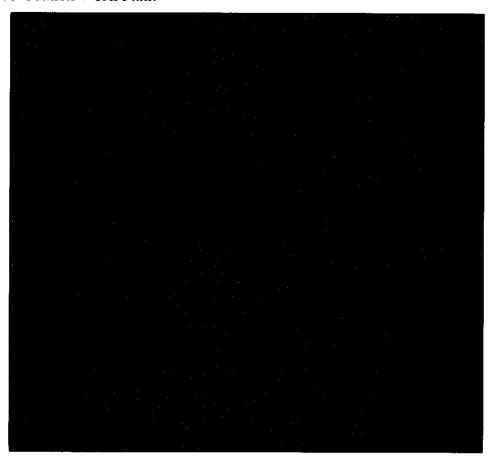
II. (U) ACTIVITIES PROPOSED TO BE UNDERTAKEN BY THE COUNCIL DURING THE CURRENT FUTURE YEARS DEFENSE PROGRAM

Table 3 is the Council Work Plan for 2019. Table 4 is the Council Work Plan for 2020-2023.

A. 2019 Council Work Plan:



B. 2020-2023 Council Work Plan:



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III. (U) CHANGES TO NLC3S REQUIREMENTS MADE DURING PREVIOUS YEAR

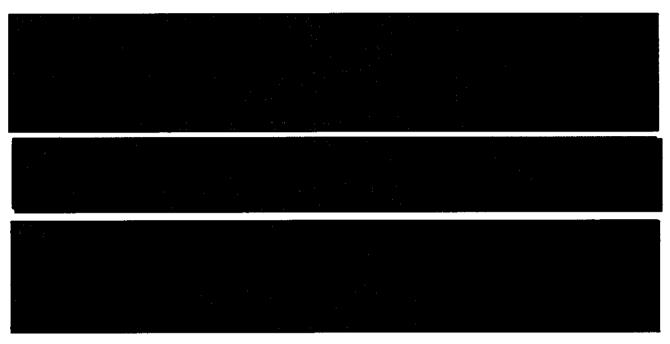


- (U) A new DoD Directive 3020.26, "DoD Continuity Policy" was published February 14, 2018. The Under Secretary of Defense for Policy (USD(P)), as Defense Continuity Coordinator, established by Presidential Policy Directive-40, "National Continuity Policy," has the role to establish communication requirements in support of continuity as part of USD(P)'s responsibility for continuity strategy and policy.
- (U) The Joint Staff consolidated two CJCS Instructions (CJCSIs), CJCSI 5123.01, "Charter of the Joint Requirements Oversight Council (JROC)," and CJCSI 3170.01, "Joint Capabilities Integration and Development System (JROC)," into one document, CJCSI 5123.01H, "Charter of the Joint Requirements Oversight Council (JROC) and Implementation of the Joint Capabilities Integration and Development System (JCIDS)." The major change to JCIDS adds a section to describe multiple entry points into JCIDS, which includes a description for CCMDs and Services to use, whether it is to meet an urgent/emergent need or deliberate planning need, or to support insertion of a science and technology prototype or other innovative approaches.
- (U) FY 2019 NDAA language did not add any additional Council reporting actions. The following are FY 2018 NDAA Council reporting actions as described in section 1651, Annual Assessment of Cyber Resiliency of NC2 System; section 1654, Oversight of Delayed Acquisition Programs by the Council; section 1657, Oversight of Aerial-Layer Programs by the Council; and section 1658, Security Classification Guide for Programs Relating to NC3 and Nuclear Deterrence.
- (U) The Council reviewed the Navy's draft NC3 Security Classification Guide developed for FY 2018 NDAA 1658 compliance. The Council directed Joint Staff to develop a joint, enterprise-level SecDef- and CJCS-approved NC3 Security Classification Guidance memo.
- IV. (U) BREAKDOWN OF NLC3S PROGRAM ELEMENTS. See Enclosure 1.
- V. (U) AN ASSESSMENT OF THE THREATS AND VULNERABILITIES DESCRIBED IN THE REPORTS AND ASSESSMENTS COLLECTED UNDER SECTION LB. DURING THE PREVIOUS YEAR, INCLUDING ANY PLANS TO ADDRESS SUCH THREATS AND VULNERABILITIES.

See Sections I.B and I.C.

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VI. (U) ASSESSMENT OF READINESS OF NUCLEAR COMMAND, CONTROL, AND COMMUNICATIONS



(U) To address NC3 readiness challenges, in October 2018, the SecDef designated the Commander, USSTRATCOM as the NC3 enterprise lead with increased responsibilities for operations, requirements, and systems engineering and integration. In addition, he established the USD(A&S) as the NC3 enterprise capability portfolio manager with increased responsibilities for resources and acquisition. The DepSecDef and CJCS will provide leadership and oversight, and will conduct semi-annual NC3 enterprise reviews.



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VII. (U) FY 2017 NDAA SECTION 1661 ON WHETHER THE INTEGRATED TACTICAL WARNING AND ATTACK ASSESSMENT SYSTEM AND ITS COMMAND AND CONTROL SYSTEM HAVE MET ALL WARFIGHTER REQUIREMENTS FOR OPERATIONAL AVAILABILITY, SURVIVABILITY, AND ENDURABILITY.

See Enclosure 2.

SIGNED:

RONALD A. BOXALL Vice Admiral, USN

Performing the Duties of the

Vice Chairman of the Joint Chiefs of Staff as co-chair of the Council on Oversight of the National Leadership Command, Control, and Communications System ELLEN M. LORD SEP 1 7 2019

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GLOSSARY OF TERMS

AACE Aircrew Alerting Communications EMP

ABNCP Airborne Command Post

AEHF Advanced Extremely High Frequency

AF Air Force

AFCPT Air Force Command Post Terminal

AFSPC Air Force Space Command

ASAT anti-satellite

Ao operational availability
AoA analysis of alternatives

BSA Balanced Survivability Assessment
CAPE Cost Assessment and Program Evaluation

C2 command and control

CBRN chemical, biological, radiological, nuclear

CCIC2S Combatant Commander's Integrated Command and Control System

CCMD Combatant Command

CDRUSSTRATCOM Commander, U.S. Strategic Command

CDRNORAD Commander, North American Aerospace Defense Command

CJCS Chairman of the Joint Chiefs of Staff

CJCSI Chairman of the Joint Chiefs of Staff Instruction

CMS Crisis Management System COG continuity of government

CONLC3S Council on Oversight of the National Leadership C3 System

COOP continuity of operations

CT Cyber Team

CVR Common VLF Receiver

DISA Defense Information Systems Agency
DNI Director of National Intelligence

DoD CIO Department of Defense Chief Information Officer

DRSN Defense Red Switch Network
DSP Defense Support Program

DSP-A Defense Support Program - Augmentation

DSS Decision Support Services

DZ digitalization

DTRA Defense Threat Reduction Agency

EAM emergency action message
EMB Executive Management Board

EMP electromagnetic pulse

ESS Evolved Strategic SATCOM

EWR early warning radar

FAB-T Family of Advanced Beyond Line-of-Sight-Terminals

FET Force Element Terminal

FPAK force package

FOC full operating capability

FSBS Fleet Submarine Broadcast System
FYDP Future Years Defense Program

GASNT Global Aircrew Strategic Network Terminals

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GEO geosynchronous orbit

HAND High-Altitude Nuclear Detonation
HEMP High-Altitude Electromagnetic Pulse

HEO highly elliptical orbit

HPTS High Power Transmission System

IC intelligence community
ICD Initial Capabilities Document

INSER Integrated Nuclear Survivability and Endurability Report

IOC Initial Operating Capability
IT information technology

ITW/AA Integrated Tactical Warning/Attack Assessment
JCIDS Joint Capability Integration and Development System

JROC Joint Requirements Oversight Council

JROCM Joint Requirements Oversight Council Memorandum

JRSC Jam-Resistant Secure Communications

JSEIO Joint Systems Engineering and Integration Office LBUCS Low-Band Universal Communications System

LCC Launch Control Center

LF Low Frequency

LFTS Low-Frequency Transmit System

MAT Mobile AEHF Terminal

MCCC Mobile Consolidated Command Center

MEECN Minimum Essential Emergency Communications Network

MGS Mobile Ground System

MILSTAR Military Strategic and Tactical Relay
MPAS Mission Planning and Analysis System

MRT Miniature Receive Terminal

MMRT Modified MRT

MR-TCDL Multi-Role Tactical Common Data Link

MW missile warning

NC2 Nuclear Command and Control

NC3 Nuclear Command, Control, and Communications

NC3SHWG NC3 System HEMP Working Group
NAOC National Airborne Operations Center
NDAA National Defense Authorization Act

NEAT NAOC-Executive Airlift-ABNCP-TACAMO

NEC NC3 Enterprise Center
NER Nuclear Enterprise Review
NGI NC3 Governance Improvement

NLC3S National Leadership Command, Control, and Communications System

NLCC National Leadership Command Capability
NMHS Navy Modernized Hybrid Solution

NORAD North American Aerospace Defense Command

NPES Nuclear Planning and Execution System

NSA National Security Agency

NUDET nuclear detonation

OCR office of collateral responsibility
O&M Operations and Maintenance

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OPLAN Operations Plan

OPR office of primary responsibility

PAGCN Phoenix Air-Ground Communications Network

PH Polo Hat

PM Program Manager

PNVC Presidential and National Voice Conferencing

POA&M Plan of Action and Milestones POM Program Objective Memorandum

PSA Principal Staff Assistant

RT Red Team

S2E2 SBIRS Survivable and Endurable Evolution

SACCS Strategic Automated Command and Control System

SACCS-R SACCS-Replacement
SATCOM satellite communications
SBIRS Space-Based Infrared System

SCAMP Single-Channel Anti-Jam Man Portable

SCG security classification guide

SEARB Systems Engineering and Architecture Review Board

SECN Survivable Emergency Conferencing Network

SE&I Systems Engineering and Integration

SSG Senior Steering Group
TACAMO Take Charge and Move Out

TF task force

UMM (LF) Unified MEECN Mode

USD(A&S) Under Secretary of Defense for Acquisition and Sustainment

USEUCOM
UNITED States European Command
USINDOPACOM
USNORTHCOM
USSTRATCOM
USSTRATCOM
USTRANSCOM
UNITED States Northern Command
USTRANSCOM
United States Strategic Command
USTRANSCOM
United States Transportation Command
VLF/LF
very low frequency/low frequency

VPS Very Important Person Special Airlift Mission (VIPSAM) Protected

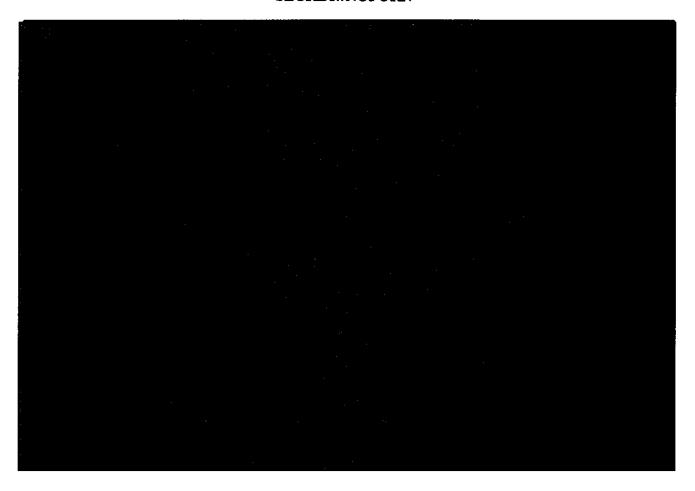
SATCOM Terminal

WG working group

WHMO White House Military Office

WWSVCS World Wide Secure Voice Conferencing System

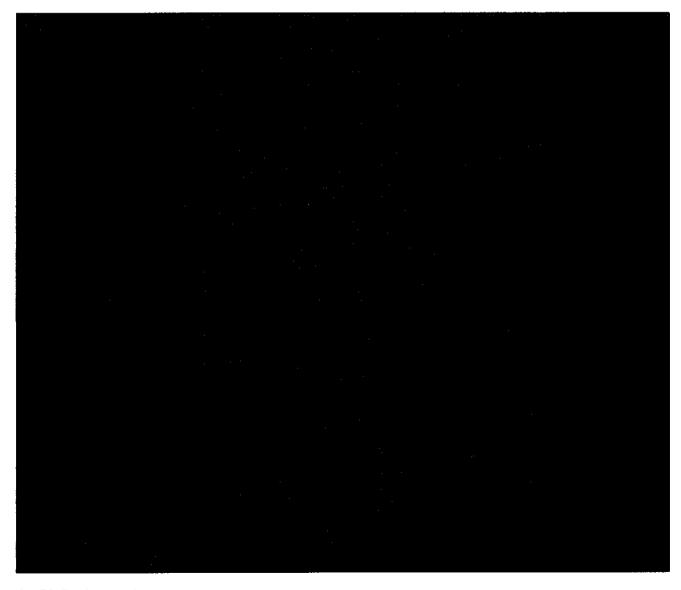
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(U) Note: This input is extracted from a more comprehensive Congressionally-directed NLCC Subsidiary Budget Exhibit, which has been forwarded under separate cover by the Under Secretary of Defense (Comptroller).

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- 1. (U) Introduction
- a. (U) Section 1661 of the NDAA of 2017 (Public Law 114-328) directed the CONLC3S to produce an annual assessment on "whether the Integrated Tactical Warning and Attack Assessment (ITW/AA) system and its command and control system have met all warfighter requirements for operational availability (Task #1), survivability (Task #2), and endurability (Task #3)."
- 2. (U) 2018 Assessment Executive Summary



3. (U) Background

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a. (U) As a critical component of the U.S. Nuclear Command and Control System, the ITW/AA System is required to provide unambiguous, timely, accurate, and continuous (24/7 days a week) tactical warning and attack assessment information to the President, SecDef, CJCS, and Combatant Commanders (CCDRs) on a continuous basis throughout a conflict or other national crisis. (CJCSI 6210.02C)



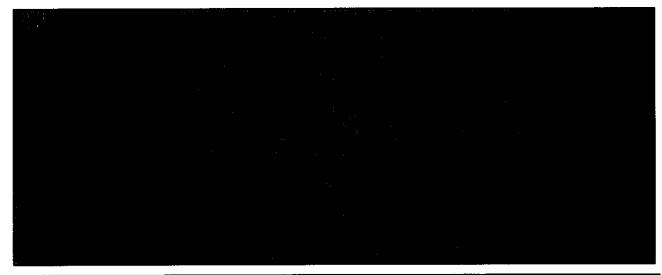
c. (U) In reference to the ITW/AA responsibilities delineated in CJCSI 5119.01C and CJCSI 6210.02C, CDRUSSTRATCOM and CDRNORAD jointly assign USSTRATCOM J3 and NORAD J3 as the ITW/AA Functional Managers. USSTRATCOM and NORAD staffs are responsible for working directly with and, as necessary, establishing agreements with the Office of the SecDef, the Joint Staff, other CCMDs, Military Services, defense agencies, non-defense agencies, and foreign governments to ensure the successful accomplishment of the ITW/AA mission.



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- f. (U) The ITW/AA endurable missions use facilities, equipment, and systems that are information sources, correlation nodes, forward user systems, personnel at those locations, and communications paths between all components. The ITW/AA endurable missions require unambiguous, timely, accurate, and continuous information. Endurable elements will endure through all phases of conflict with predictable and graceful performance degradation as the threat environment becomes increasingly hostile. Endurable systems will meet at least the minimum requirements for a survivable system and will be technically designed to avoid and/or withstand physical destruction from nuclear weapons (e.g., mobile or physically hardened or sufficiently proliferated to ensure survival after attack by the most stressful projected threat). The missile warning/NUDET detection capabilities are required to have endurable elements. (CJCSI 6210.02C)
- 4. (U) 2018 ITW/AA Assessment (2017 ITW/AA Assessment results were similar):

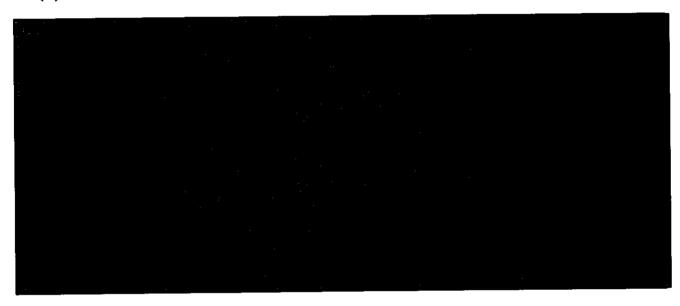




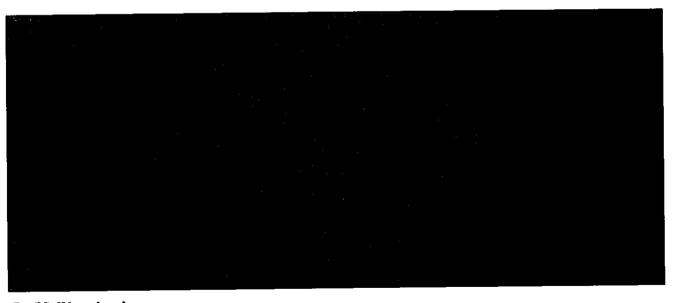
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5. (U) Risks



6. (U) Mitigation



7. (U) Way ahead

a. (U) USSTRATCOM is working with the ITW/AA system force provider and DoD leadership to resolve Strategic Missile Warning mission risks in accordance with national priorities.

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b. (U) USSTRATCOM is developing longer-term architectural solutions to meet ITW/AA requirements.

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